



# Massachusetts

## Department of Correction

# Quarterly Report on the Status of Prison Overcrowding, Fourth Quarter of 1998

**Submitted in Compliance with Chapter 799  
Section 21 of the Acts of 1985**

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# 1998 Fourth Quarter Report

**S**ection Twenty-one of Chapter 799 of the Acts of 1985 directs the Commissioner of Correction to report quarterly on the status of overcrowding in state and county facilities. This statute calls for the following information:

***Such report shall include, by facility, the average daily census for the period of the report and the actual census on the first and the last days of the report period.***

***Said report shall also contain such information for the previous twelve months and a comparison to the rated capacity of such facility.***

This report presents the required statistics for the fourth quarter of 1998.

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*This report was prepared by Jennifer Dolan of the Research and Planning Division, and is based on daily count sheets prepared by the Classification Division.*

## 1998 Fourth Quarter Report

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## Technical Notes, 1996 to Present<sup>1</sup>

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- The official capacity or custody level designation for each facility can change for a number of reasons, e.g. expansion of facility beds, decrease of facility beds due to fire, or changes in contracts with vendors. In all tables the capacity and custody level reflects the status at the end of the reporting period. The design capacity is reported for correctional facilities in Tables 1 through 6.
- On November 15, 1996, one hundred new modular beds were added to MCI Concord, increasing its design capacity to 614. Ninety-six modular beds were also added to MCI Norfolk, increasing its total to 1,084 beds. Pondville Correctional Center was reclassified from Custody Level 3/2 to Custody Level 3.
- Two hundred and forty-three new modular beds were added to Middlesex (Billerica) House of Correction on November 15, 1996, increasing its total to 874 beds, and the Middlesex county total to 1,035 beds.
- Due to changes in the Massachusetts General Law, DOC consolidated one unit at the Bridgewater Treatment Center and back-filled with general population inmates. These design capacity beds were placed on-line November 8, 1996 and first appeared on the November 12, 1996 daily count sheet. Three hundred additional beds were placed on-line during the third quarter of 1997.
- Due to a DOC policy modification, the security level of MCI-Shirley (Min) was changed from Security Level 3/2 to Security Level 3 during the first quarter of 1996 .
- Where relevant, the population figures for all facilities include both male and female inmates except as shown at Lancaster.
- State inmates housed in the Hampshire County contract program are included in the county population tables, as are all other state inmates housed in county facilities.
- Longwood Treatment Center is a specialized DOC facility which houses primarily individuals incarcerated for operating under the influence of alcohol. Because the inmates are predominantly county sentenced inmates, the inmate count and bed capacity are also included in Tables 3 and 4.
- Beginning with the second quarter of 1998 quarterly report, the following county correctional facilities are presented individually: Bristol Dartmouth, Bristol Ash Street, David R. Nelson Correctional Addiction Center, and Bristol Pre-Release in Bristol County; Essex Middleton and Essex Lawrence Correctional Alternative Center in Essex County; Middlesex Cambridge and Middlesex Billerica in Middlesex County; Norfolk Braintree, Norfolk Dedham, and Norfolk Contract in Norfolk County. Beginning with the third quarter of 1998 report, facilities for Suffolk and Hampden counties are presented individually.
- Nashua Street inmates housed at other facilities are reported in the counts for the facilities in which they are in custody.
- On October 22, 1997, Eastern Massachusetts Correctional Alcohol Center (EMCAC) was renamed the David R. Nelson Correctional Addiction Center (DRNCAC).
- The Souza-Baranowski Correctional Center, a security level 6 facility, was added to the Department of Correction count sheet on November 3, 1998. The facility began housing offenders on November 6, 1998.

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<sup>1</sup> For technical notes prior to 1996, please refer to previous quarterly reports.

- On April 18, 1995, new security level designations were established according to 103 DOC 101 Correctional Institutions/Custody Levels policy which states:

#### **Custody Levels:**

- **Level One.** The least restrictive in the department and is reserved only for those inmates who are at the end of their sentence and have been identified as posing little to no threat to the community. Supervision is minimal and indirect.

- **Level Two.** A custody level in which both design/construction as well as inmate classification reflect the goal of restoring to the inmate maximum responsibility and control of their own behavior and actions prior to their release. Direct supervision of these inmates is not required, but intermittent observation may be appropriate under certain conditions. Inmates within this level may be permitted to access the community unescorted to participate in programming to include, but not limited to, work release, educational release, etc.

- **Level Three.** A custody level in which both the design/construction as well as inmate classification reflect the goal of returning to the inmate a greater sense of personal responsibility and autonomy while still providing for supervision and monitoring of behavior and activity. Inmates within this security level are not considered a serious risk to the safety of staff, inmates or to the public. Program participation is mandated and geared toward their potential reintegration into the community. Access to the community is limited and under constant direct staff supervision.

- **Level Four.** A custody level in which both the design/construction as well as inmate classification reflect the goal of restoring to the inmate some degree of responsibility and control of their own behavior and actions, while still insuring the safety of staff and inmates. Design/construction is generally characterized by high security parameters and limited use of internal physical barriers. Inmates at this level have demonstrated the ability to abide by rules and regulations and require intermittent supervision. However, behavior in the community, i.e., criminal sentence and/or the presence of serious outstanding legal matters indicate the need for some control and for segregation from the community. Job and program opportunities exist for all inmates within the perimeter of the facility.

- **Level Five.** A custody level in which design/construction as well as inmate classification reflect the need to provide maximum external and internal control and supervision of inmates. Inmates accorded to this status may present an escape risk or pose a threat to other inmates, staff, or the orderly running of the institution, however, at a lesser degree than those at level 6. Supervision remains constant and direct. Through an inmates willingness to comply with institutional rules and regulations, increased job and program opportunities exist.

- **Level Six.** A custody level in which both design/construction as well as inmate classification reflect the need to provide maximum external and internal control and supervision of inmates primarily through the use of high security parameters and extensive use of internal physical barriers and check points. Inmates accorded this status present serious escape risks or pose serious threats to themselves, to other inmates, to staff, or the orderly running of the institution. Supervision of inmates is direct and constant. Inmates are confined to their cells at all times, except when they are removed for authorized activities. Inmates within their status, when removed from their cell, are typically under escort and in restraints.

#### **Abbreviations**

AC	- Addiction Center	OSCC	- Old Colony Correctional Center
ADP	- Average Daily Population	OUI	- Operating Under the Influence
ATU	- Awaiting Trial Unit	PPREP	- Pre-Parole Residential Environmental Phase Program
CRS	- Contract Residential Services Includes Charlotte House, and Houston House	PRC	- Pre-Release Center
DDU	- Departmental Disciplinary Unit	SBCC	- Souza-Baranowski Correctional Center
DOC	- Department of Correction	SECC	- Southeastern Correctional Center
DRNCAC	David R. Nelson Correctional Addiction Center	SDPTC	- Sexually Dangerous Person Treatment Center
DSU	- Departmental Segregation Unit	SMCC	- South Middlesex Correctional Center (formerly SMPRC)
HOC	- House of Correction	SH	- State Hospital
LCAC	- Lawrence Correctional Alternative Center	TC	- Treatment Center (Longwood)
NECC	- Northeastern Correctional Center		
NCCI	- North Central Correctional Institution at Gardner		

**Table 1 provides the DOC figures for the fourth quarter of 1998.** As this table indicates, the DOC population (excluding Bridgewater SH, SDPTC, AC, Longwood TC, and county inmates at the Mass. Boot Camp) decreased by 15 inmates from the first day of the fourth quarter to the last day of the quarter. At the end of the quarter, the DOC operated with 10,173 inmates in the system, and the average daily population was 10,145 with a design capacity of 8,130. Thus, the DOC operated at 125 percent of design capacity.

**Population in DOC Facilities, October 1, 1998 to December 31, 1998**

<b>Custody Level/ Facility</b>	<b>Avg Daily Population</b>	<b>Beginning Population</b>	<b>Ending Population</b>	<b>Design Capacity</b>	<b>% ADP Capacity</b>
<b>Custody Level 6</b>					
Cedar Junction	633	813	561	633	100%
SBCC	430	n.a.	796	1,024	42%
Framingham-ATU	118	138	58	64	184%
<b>Custody Level 5</b>					
OCCC	733	735	733	488	150%
<b>Custody Level 4</b>					
Concord	1,370	1,379	1,346	614	223%
Framingham	523	499	553	388	135%
Norfolk	1,490	1,488	1,499	1,084	137%
NCCI	954	934	965	568	168%
SECC	513	803	309	456	113%
Bay State	295	295	294	266	111%
Mass. Boot Camp	118	120	99	128	92%
Shirley-Medium	1,096	1,103	1,095	720	152%
*Bridgewater SDPTC	347	349	349	345	101%
<b>Sub-Total</b>	<b>8,620</b>	<b>8,656</b>	<b>8,657</b>	<b>6,778</b>	<b>127%</b>
<b>Custody Level 3</b>					
Plymouth	166	174	166	151	110%
NECC	216	213	209	150	144%
SECC-Minimum	92	84	89	100	92%
Shirley-Minimum	302	307	291	403	75%
Pondville	183	175	182	100	183%
<b>Custody Level 3/2</b>					
Lancaster-Male	116	118	122	94	123%
Lancaster-Female	61	62	62	59	103%
SMCC	193	198	196	125	154%
<b>Sub-Total</b>	<b>1,329</b>	<b>1,331</b>	<b>1,317</b>	<b>1,182</b>	<b>112%</b>
<b>Custody Level 2</b>					
Boston State	97	93	98	55	176%
Park Drive	49	49	50	50	98%
Hodder House	26	32	23	35	74%
<b>Custody Level 1</b>					
Charlotte	5	7	4	15	33%
Houston House	9	7	9	15	60%
PPREP	10	13	15	0	n.a.
<b>Sub-Total</b>	<b>196</b>	<b>201</b>	<b>199</b>	<b>170</b>	<b>115%</b>
<b>Total</b>	<b>10,145</b>	<b>10,188</b>	<b>10,173</b>	<b>8,130</b>	<b>125%</b>
Bridgewater SH	345	340	348	227	152%
Bridgewater SDPTC	181	189	177	216	84%
Bridgewater AC	94	104	57	214	44%
Longwood TC	142	150	144	125	114%
<b>Sub-Total</b>	<b>762</b>	<b>783</b>	<b>726</b>	<b>782</b>	<b>97%</b>
<b>Grand Total</b>	<b>10,907</b>	<b>10,971</b>	<b>10,899</b>	<b>8,912</b>	<b>122%</b>
Houses of Correction	690	698	672	n.a.	n.a.
Federal Prisons	23	24	23	n.a.	n.a.
Inter-State Contract	310	354	252	n.a.	n.a.

(\* See Technical Notes)

**Table 2 provides the DOC figures for the previous twelve months - i.e., for the period October 1, 1997 to September 30, 1998.** These figures indicate that the DOC population increased by 183, or 2 percent, over this twelve month period (excluding Bridgewater SH, SDPTC, AC, Longwood TC, and county inmates at the Mass. Boot Camp), from 9,998 in October, 1997 to 10,181 in September, 1998.

<b>Population in DOC Facilities, October 1, 1997 to September 30, 1998</b>					
<b>Custody Level/ Facility</b>	<b>Avg Daily Population</b>	<b>Beginning Population</b>	<b>Ending Population</b>	<b>Design Capacity</b>	<b>% ADP Capacity</b>
Cedar Junction	809	812	815	633	128%
Framingham-ATU	111	94	139	64	173%
<b>Custody Level 5</b>					
OCCC	709	693	736	488	145%
<b>Custody Level 4</b>					
Concord	1,322	1,222	1,372	614	215%
Framingham	503	533	499	388	130%
Norfolk	1,507	1,516	1,494	1,084	139%
NCCI	934	933	934	568	164%
SECC	805	803	804	456	177%
Bay State	294	292	295	266	111%
Mass. Boot Camp	107	98	121	128	84%
Shirley-Medium	1,098	1,091	1,102	720	153%
*Bridgewater SDPTC	348	349	350	345	101%
<b>Sub-Total</b>	<b>8,547</b>	<b>8,436</b>	<b>8,661</b>	<b>5,754</b>	<b>149%</b>
<b>Custody Level 3</b>					
Plymouth	174	181	171	151	115%
NECC	215	221	209	150	143%
SECC-Minimum	90	85	85	100	90%
Shirley-Minimum	322	322	307	403	80%
Pondville	178	187	174	100	178%
<b>Custody Level 3/2</b>					
Lancaster-Male	120	119	116	94	128%
Lancaster-Female	55	61	62	59	93%
SMCC	194	187	197	125	155%
<b>Sub-Total</b>	<b>1,348</b>	<b>1,363</b>	<b>1,321</b>	<b>1,182</b>	<b>114%</b>
<b>Custody Level 2</b>					
Boston State	93	93	93	55	169%
Park Drive	49	50	49	50	98%
Hodder House	29	32	31	35	83%
<b>Custody Level 1</b>					
Charlotte	9	6	6	15	60%
Houston House	11	9	7	15	73%
PPREP	10	9	13	0	n.a.
<b>Sub-Total</b>	<b>201</b>	<b>199</b>	<b>199</b>	<b>170</b>	<b>118%</b>
<b>Total</b>	<b>10,096</b>	<b>9,998</b>	<b>10,181</b>	<b>7,106</b>	<b>142%</b>
Bridgewater SH	357	382	339	227	157%
Bridgewater SDPTC	187	189	189	216	87%
Bridgewater AC	104	134	105	214	49%
Longwood TC	134	141	147	125	107%
<b>Sub-Total</b>	<b>782</b>	<b>846</b>	<b>780</b>	<b>782</b>	<b>100%</b>
<b>Grand Total</b>	<b>10,878</b>	<b>10,844</b>	<b>10,961</b>	<b>7,888</b>	<b>138%</b>
Houses of Correction	724	764	702	n.a	n.a
Federal Prisons	26	27	24	n.a	n.a
Inter-State Contract	373	384	354	n.a	n.a

(\* See Technical Notes)

**Table 3 presents the county figures for the fourth quarter of 1998.** The county population decreased by 456 inmates, or minus 4 percent, from the beginning of the quarter to the end of the quarter. At the end of the quarter, the county system operated with 12,398 inmates, with an average daily population of 12,530 in facilities with a total design capacity of 8,356. Thus, the county system operated at 150 percent of design capacity.

Population in County Correctional Facilities by County, October 1, 1998 to December 31, 1998					
Facility	Avg Daily Population	Beginning Population	Ending Population	Design Capacity	% ADP Capacity
Barnstable	242	251	252	110	220%
Berkshire	235	250	226	116	203%
Bristol	1,078	1,137	1,054	666	162%
Dukes	30	31	35	19	158%
Essex	1,280	1,328	1,302	635	202%
Franklin	145	138	146	63	230%
Hampden	1,869	1,880	1,841	1,303	143%
Hampshire	239	244	219	248	96%
Middlesex	1,391	1,452	1,343	1,035	134%
Norfolk	636	635	605	379	168%
Plymouth	1,426	1,440	1,418	1,140	125%
Suffolk	2,493	2,553	2,522	1,599	156%
Worcester	1,274	1,324	1,237	790	161%
Longwood TC	140	150	144	125	112%
Mass. Boot Camp	52	41	54	128	41%
<b>Total</b>	<b>12,530</b>	<b>12,854</b>	<b>12,398</b>	<b>8,356</b>	<b>150%</b>

**Table 4 presents the county figures for the fourth quarter of 1998.** The following table presents a breakdown of specific counties, by facility.

Population in County Correctional Facilities by Facility, October 1, 1998 to December 31, 1998					
Facility	Avg Daily Population	Beginning Population	Ending Population	Design Capacity	% ADP Capacity
<b><u>Bristol County</u></b>					
Bristol Ash Street	159	211	136	206	77%
Bristol Dartmouth	751	733	760	304	247%
Bristol DRNCAC	86	101	86	100	86%
Bristol Pre-Release	82	92	72	56	146%
<b><u>Essex County</u></b>					
Essex Middleton	1,079	1,094	1,113	500	216%
Essex LCAC	201	234	189	135	149%
<b><u>Hampden County</u></b>					
Hampden	1,731	1,740	1,701	1,178	147%
Hampden-OUI	138	140	140	125	110%
<b><u>Middlesex County</u></b>					
Middlesex Cambridge	255	280	244	161	158%
Middlesex Billerica	1,136	1,172	1,099	874	130%
<b><u>Norfolk County</u></b>					
Norfolk Dedham	504	514	488	302	167%
Norfolk Braintree	47	43	47	52	90%
Norfolk Contract	85	78	70	25	340%
<b><u>Suffolk County</u></b>					
Suffolk Nashua Street	627	656	632	453	138%
Suffolk South Bay	1,866	1,897	1,890	1,146	163%



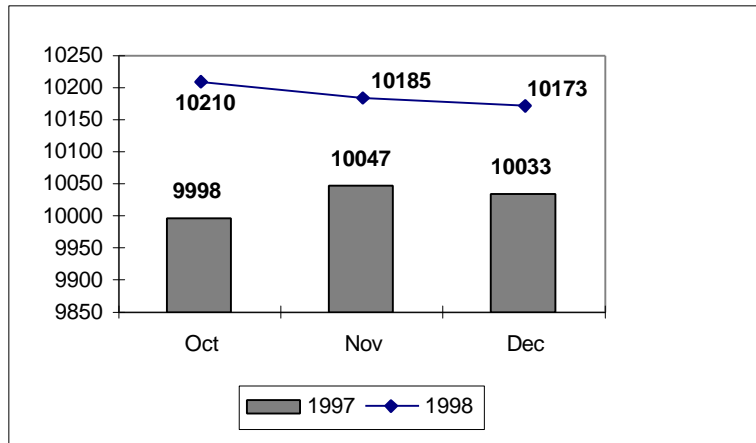
**Table 5 presents the county figures for the previous twelve months.** These figures indicate that the county population increased by 203 inmates, or 2 percent over this twelve-month period, from 12,627 in October, 1997, to 12,830 in September, 1998.

Population in County Correctional Facilities by County, October 1, 1997 to September 30, 1998					
Facility	Avg Daily Population	Beginning Population	Ending Population	Design Capacity	% ADP Capacity
Barnstable	258	284	254	110	235%
Berkshire	243	250	242	116	209%
Bristol	1,204	1,324	1,128	666	181%
Dukes	23	19	30	19	121%
Essex	1,357	1,342	1,334	635	214%
Franklin	141	143	138	63	224%
Hampden	1,814	1,805	1,871	1,303	139%
Hampshire	246	255	244	248	99%
Middlesex	1,428	1,423	1,443	1,035	138%
Norfolk	619	610	636	379	163%
Plymouth	1,192	1,152	1,445	1,140	105%
Suffolk	2,518	2,488	2,557	1,599	157%
Worcester	1,286	1,328	1,320	790	163%
Longwood TC	134	141	147	125	107%
Mass. Boot Camp	57	63	41	128	45%
<b>Total</b>	<b>12,520</b>	<b>12,627</b>	<b>12,830</b>	<b>8,356</b>	<b>150%</b>

**Table 6 presents the county figures for the previous twelve months.** The following table presents a breakdown of specific counties, by facility.

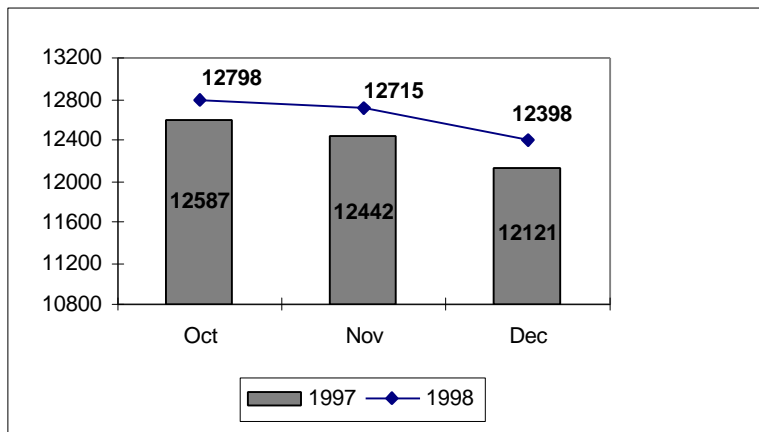
Population in County Correctional Facilities by Facility, October 1, 1997 to September 30, 1998					
Facility	Avg Daily Population	Beginning Population	Ending Population	Design Capacity	% ADP Capacity
<b><u>Bristol County</u></b>					
Bristol Ash Street	226	263	213	206	110%
Bristol Dartmouth	771	838	724	304	254%
Bristol DRNCAC	105	112	103	100	105%
Bristol Pre-Release	102	111	88	56	182%
<b><u>Essex County</u></b>					
Essex Middleton	1,113	1,095	1,100	500	223%
Essex LCAC	244	247	234	135	181%
<b><u>Hampden County</u></b>					
Hampden	1,676	1,666	1,730	1,178	142%
Hampden-OUI	138	139	141	125	110%
<b><u>Middlesex County</u></b>					
Middlesex Cambridge	248	221	272	161	154%
Middlesex Billerica	1,180	1,202	1,171	874	135%
<b><u>Norfolk County</u></b>					
Norfolk Dedham	500	491	514	302	166%
Norfolk Braintree	41	44	43	52	79%
Norfolk Contract	78	75	79	25	312%
<b><u>Suffolk County</u></b>					
Suffolk Nashua Street	666	667	664	453	147%
Suffolk South Bay	1,852	1,821	1,893	1,146	162%

**Figure 1.**  
**DOC Sentenced Population, Fourth Quarters of 1997 and 1998**



The graph above compares the DOC sentenced population for the fourth quarter in 1997 to that in 1998, by month. For October, 1998 the DOC population increased by 212 inmates (2%) compared with the same month of 1997; for November, the population increased by 138 inmates (1%) ; and for December, the population increased by 140 inmates, or 1 percent.

**Figure 2.**  
**HOC Population, Fourth Quarters of 1997 and 1998**



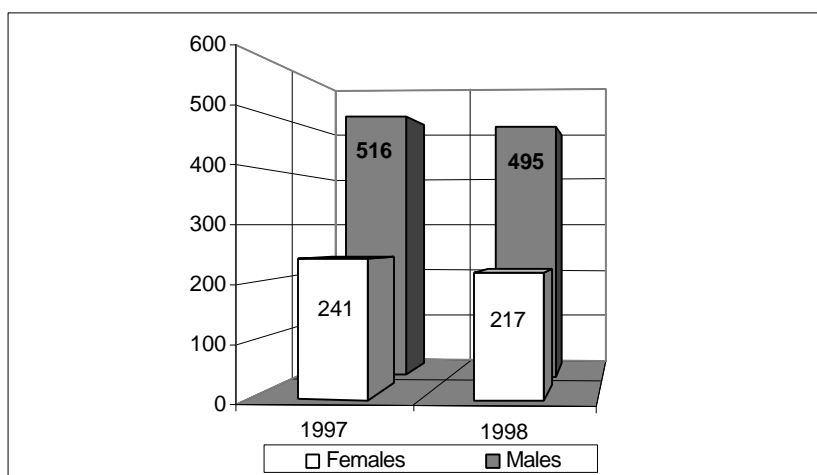
The graph above compares the HOC population for the fourth quarter in 1997 to that in 1998, by month. For October, 1998 the HOC population increased by 211 inmates (2%) compared with the same month of 1997; for November, the population increased by 273 inmates (2%) ; and for December, the population increased by 277 inmates, or 2 percent.

*Note:* Data for Figures 1 and 2 were taken from the end of the month daily count sheet compiled by the Classification Division.

**Table 7 provides statistics on new, criminally sentenced court commitments to the DOC for each quarter of 1997 and 1998, by sex.** During 1998, there were 2,856 new court commitments compared to 2,936 in 1997. This amounts to a decrease of 80 new court commitments, or minus 3 percent. Male new court commitments for 1998 decreased by 58, or minus 3 percent from 1997. Female new court commitments during 1998 decreased by 22 commitments, or minus 2 percent compared to the same period in 1997.

<b>Quarterly DOC New Court Commitment by Sex</b>			
	<b>1997</b>	<b>1998</b>	<b>Difference</b>
<b>Males</b>			
First Quarter	545	517	-5%
Second Quarter	474	458	-3%
Third Quarter	431	438	2%
Fourth Quarter	516	495	-4%
<b>Sub-total</b>	<b>1,966</b>	<b>1,908</b>	<b>-3%</b>
<b>Females</b>			
First Quarter	251	238	-5%
Second Quarter	232	239	3%
Third Quarter	246	254	3%
Fourth Quarter	241	217	-10%
<b>Sub-total</b>	<b>970</b>	<b>948</b>	<b>-2%</b>
<b>Total</b>	<b>2,936</b>	<b>2,856</b>	<b>-3%</b>

**Figure 3 provides a graphical representation** of the number of new, criminally sentenced court commitments to the DOC during the fourth quarters of 1997 and 1998, by sex.



*Note:* Data for Table 7 and Figure 3 were obtained from the Inmate Tracking database maintained by the DOC.